

Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 NEA-10 CAB-02 CIAE-00 COME-00
DODE-00 DOTE-00 EB-08 INR-07 NSAE-00 FAA-00 SY-05
MCT-01 USSS-00 SS-15 SP-02 L-03 NSCE-00 SSO-00
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O O 151830Z NOV 77 ZFF 4
FM AMEMBASSY BONN
TO SECSTATE WASHDC NIACT IMMEDIATE 3185
INFO USMISSION USBERLIN NIACT IMMEDIATE
AMEMBASSY LONDON IMMEDIATE
AMEMBASSY PARIS IMMEDIATE
AMEMBASSY MADRID IMMEDIATE
AMEMBASSY BERLIN IMMEDIATE
AMEMBASSY ANKARA IMMEDIATE
AMCONSUL ISTANBUL IMMEDIATE
AMEMBASSY BRUSSELS IMMEDIATE
AMCONSUL FRANKFURT IMMEDIATE

C O N F I D E N T I A L SECTION 01 OF 03 BONN 19069

BRUSSELS FOR FAA

E.O. 11652: GDS
TAGS: EAIR PGOV WB GW FR UK US TU
SUBJECT: CIVAIR: SECURITY OF AIRCRAFT RETURNING TO
BERLIN

REFS: (A) BONN 18890; (B) BONN 18891; (C) USBER 2785;
(D) BONN 18889 (ALL NOTAL)

SUMMARY: EMBASSY OFFICERS NOVEMBER 14 AND 15
DISCUSSED BERLIN AIRCRAFT SECURITY WITH FAA SECURITY
EXPERT CHARLES CARRINGTON. WE UNDERSTAND FAA POSITION
AS WILLINGNESS TO SUPPORT SECURITY MEASURES TAKEN BY
US CARRIERS, EITHER VOLUNTARILY OR UNDER ORDER OF US
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CIVIL AIR ATTACHE (CAA), AND WILLINGNESS TO ACCEPT USE
OF FRG BORDER GUARDS SERVICES IN THIRD COUNTRIES SO LONG
AS THESE SERVICES ARE REQUESTED BY THE AIRLINES AND NOT
THE USG. BRITISH HAVE RECEIVED AFFIRMATIVE REPLY TO
THEIR INQUIRY (REF D) ABOUT WILLINGNESS OF FRG TO MAKE
SERVICES OF BUNDESGRENZSCHUTZ (BORDER GUARDS; BGS)
DETACHMENTS AVAILABLE. EMBASSY BELIEVES IT IMPORTANT

TO PROCEED, WHILE SIMULTANEOUSLY WORKING TO STRENGTHEN SECURITY MEASURES TAKEN OR ARRANGED BY CARRIERS, TO SECURE SERVICES OF BGS. WE AGREE THAT THIS SHOULD BE DONE THROUGH AIRLINE-INITIATED ARRANGEMENTS IF POSSIBLE BUT, IF THE AIRLINE IS UNABLE TO OBTAIN THOSE SERVICES WITHOUT USG INTERVENTION, WE HOPE THAT THE DEPARTMENT WILL BE ABLE TO OVERCOME FAA OBJECTIONS AND AUTHORIZE THE EMBASSY TO PROPOSE TO THE FRG THAT IT OFFER THE BGS SERVICE TO US CARRIERS. ACTION REQUESTED: SEE PARAGRAPH 8. END SUMMARY.

1. AFTER TALKS NOVEMBER 14 AND 15 WITH CHARLES CARRINGTON, FAA SECURITY SPECIALIST, EMBASSY UNDERSTANDS FAA POSITION ON SECURITY FOR ALLIED BERLIN CARRIERS FLYING FROM OUTSIDE THE FRG TO BE AS FOLLOWS:

A. A REQUIREMENT BY THE EMBASSY CAA (OR POSSIBLY BY THE ALLIED CAA'S FOR ALL ALLIED CARRIERS) THAT THE CARRIER ASSURE THAT NO WEAPONS OR EXPLOSIVES ARE PLACED ON BOARD THE AIRCRAFT EITHER ON THE PERSON OR IN THE BAGGAGE OF PASSENGERS WILL BE SUPPORTED BY THE FAA. SECURITY PLANS PRESENTED BY THE CARRIERS WILL BE REVIEWED BY FAA EXPERTS ON REQUEST, AND, WITHIN ITS RESOURCES, FAA PERSONNEL WILL INSPECT CARRIER COMPLIANCE.

B. THE FAA WOULD HAVE NO OBJECTION IF US CARRIERS
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IN BERLIN REQUEST FROM LUFTHANSA THAT FRG BORDER GUARDS CURRENTLY CONDUCTING SCREENING FOR LUFTHANSA (AND WEARING LUFTHANSA UNIFORMS) PROVIDE THE SAME SERVICES FOR AMERICAN CARRIERS.

C. THE FAA WOULD ACCEPT, IF THERE WERE NO ALTERNATIVE, US CARRIERS IN BERLIN APPROACHING EITHER THE SENAT OR THE FEDERAL GOVERNMENT TO REQUEST THE SAME THING.

D. THE FAA IS STRONGLY OPPOSED TO A REQUEST BY THE USG TO THE GOVERNMENT OF THE FRG THAT THE SERVICES OF THE BORDER GUARDS BE MADE AVAILABLE TO THE ALLIED CARRIERS.

2. THE FAA OPPOSITION IS BASED MAINLY ON THE CONSIDERATIONS THAT:

A. THE PRECEDENT OF A USG REQUEST TO ANOTHER GOVERNMENT TO CONDUCT SECURITY SCREENING FOR THE US IN A THIRD COUNTRY IS A PRECEDENT THAT COULD LEAD TO VARIOUS COMPLICATIONS WITH OTHER COUNTRIES IN OTHER SITUATIONS,

E.G., THE US MIGHT BE FACED WITH A RECIPROCAL DEMAND.

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FM AMEMBASSY BONN

TO SECSTATE WASHDC NIACT IMMEDIATE 3186

INFO USMISSION USBERLIN NIACT IMMEDIATE

AMEMBASSY LONDON IMMEDIATE

AMEMBASSY PARIS IMMEDIATE

AMEMBASSY MADRID IMMEDIATE

AMEMBASSY BERLIN IMMEDIATE

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B. FAA POLICY, WHICH THE FAA STRONGLY FEELS IS THE
BEST APPROACH, IS THAT PRIMARY RESPONSIBILITY FOR SECURITY
MUST BE WITH THE CARRIER. THIS WOULD NOT BE VIOLATED
BY A CARRIER REQUESTING ASSISTANCE FROM ANOTHER
CARRIER OR EVEN A GOVERNMENT BUT WOULD BE BY GOVERNMENTS
MAKING SUCH ARRANGEMENTS.

C. FAA EXPERTS DO NOT BELIEVE THAT THERE IS A
SERIOUS THREAT TO CHARTER CARRIERS FLYING TO BERLIN.
(SCHEDULED SERVICES BY US CARRIERS IN BERLIN DO NOT
SERVE AIRPORTS WITH BORDER GUARD DETACHMENTS.) IT IS
CONSIDERABLY MORE TROUBLE TO HIJACK A CHARTER AIRCRAFT
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THAN A SCHEDULED ONE (NEED TO BOOK IN ADVANCE OR STEAL A TICKET AND IDENTIFICATION, UNCERTAINTY OF DEPARTURE TIMES, ETC.) AND IN FACT THERE NEVER HAS BEEN A HIJACK OF A CHARTERED AIRCRAFT.

D. FINALLY, THE PUBLIC RELATIONS ASPECTS OF THE USG MAKING A REQUEST OF THE FRG WOULD BE BAD FOR THE US IMAGE AS A LEADER IN THE FIELD OF AIRPORT SECURITY AND A SUPPLIER OF TECHNICAL EXPERTISE IN THIS FIELD TO MANY FOREIGN AIRPORTS.

3. BRITISH CAA HANLEY INFORMED US YESTERDAY THAT THE APPROACH NOTED IN REF (D) HAD BEEN MADE. FOREIGN OFFICE OFFICIAL EITEL, SPEAKING FOR THE FRG SECURITY WORKING GROUP, REPLIED THAT UPON RECEIPT OF AN OFFICIAL REQUEST FROM ONE OR MORE OF THE ALLIES, THE FRG WOULD PROVIDE THE REQUESTED SERVICES PROVIDING THIS WAS AGREEABLE TO THE FOREIGN GOVERNMENT CONCERNED. EITEL ALSO SAID THE UK CONDITION THAT THE BGS PERSONNEL BE AGENTS OF THE CARRIERS COULD BE MET AND IN FACT SAID THIS WAS THE BASIS FOR BGS PRESENCE ABROAD, I.E., AS AGENTS OF LUFTHANSA. EITEL ASKED THAT THE ALLIES COORDINATE THEIR REQUESTS IF POSSIBLE SO THAT THEY COULD BE HANDLED TOGETHER AND SO THAT THE EXTENT OF THE REQUIREMENT COULD BE CALCULATED. EITEL SAID THAT PRESENT DISPOSITION OF BGS DETACHMENTS WAS FOR THE COVERAGE OF SCHEDULED FLIGHTS ONLY BUT THAT THERE WERE PLANS TO STATION THE GUARDS ALSO AT OTHER AIRPORTS WHICH ARE CHARTER DESTINATIONS OF FRG CARRIERS. HE ASKED IF THE UK WANTED TO USE THESE DETACHMENTS ALSO AND WAS TOLD THAT HMG WOULD WISH TO HAVE THE OPTION OF DOING THIS AS NECESSARY.

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4. COMMENT: WE CONCEDE FAA EXPERTISE IN THIS FIELD BUT WOULD POINT OUT THAT THE THREAT IN BERLIN AND THE FRG IS SUCH THAT AN ATTACK ON AN ALLIED BERLIN CARRIER CANNOT BE EXCLUDED. GERMAN TERRORISTS HAVE SHOWN A PROCLIVITY AND AN ABILITY TO PLAN COMPLICATED OPERATIONS, AND, WHILE IT IS EASIER TO HIJACK A SCHEDULED FLIGHT THAN A CHARTER, IT IS WITHIN THE CAPABILITY OF THE TERRORISTS TO SEIZE A CHARTER FLIGHT. FOR THE PURPOSES OF THE POLITICALLY-MOTIVATED GERMAN TERRORISTS AND THEIR ALLIES, A BERLIN STATIONED ALLIED AIRCRAFT IS PROBABLY ALMOST AS GOOD AS A LUFTHANSA PLANE. THE

WEAK LINK IN A SECURITY SITUATION BECOMES A TEMPTING

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FM AMEMBASSY BONN

TO SECSTATE WASHDC NIACT IMMEDIATE 3187

INFO USMISSION USBERLIN NIACT IMMEDIATE

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TARGET AND THE ALLIED CARRIERS COULD BE IN THIS POSITION
IF LUFTHANSA IS STRONGLY PROTECTED AND THEY ARE NOT.
EVEN CONCEDED THAT A HIJACK ATTEMPT SEEMS UNLIKELY, IT
IS PSYCHOLOGICALLY AND POLITICALLY UNDESIRABLE TO HAVE
SECURITY FOR ALLIED CARRIERS IN BERLIN TO BE
CONSPICUOUSLY INFERIOR TO THAT PROVIDED FRG AIRCRAFT.

5. FOR THESE REASONS WE CONSIDER IT IMPORTANT
TO OBTAIN THE SERVICES OF THE BGS IN VIEW OF THE FACT
THAT SUCH PROTECTION SHOULD BE AVAILABLE IMMEDIATELY
WHILE PROCEEDING WITH THE EFFORTS TO OBTAIN AS GOOD
PROTECTION AS POSSIBLE. WE RECOMMEND THAT WE BE
AUTHORIZED AS A FIRST STEP TO SUGGEST TO THE US CARRIERS
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THAT THEY REQUEST BGS SERVICES, PREFERABLY THROUGH LUFTHANSA BUT IF NECESSARY BY THE AIRLINES APPROACHING THE SENAT OR FEDERAL GOVERNMENT. IF THE FEDERAL GOVERNMENT INSISTS ON A GOVERNMENT TO GOVERNMENT APPROACH, AS THE FRG REPLY TO THE UK SUGGESTS THEY MIGHT, WE WILL PROPOSE THAT THE DEPARTMENT UNDERTAKE TO RESOLVE THE OBJECTIONS OF THE FAA AND AUTHORIZE A FORMAL REQUEST TO THE FRG.

6. THE PRESENT REQUIREMENT FOR CARRIERS TO CONDUCT SEARCHES OF ALL PASSENGERS AND CARRY-ON BAGGAGE AND ASSURE THAT HOLD BAGGAGE IS ACCOMPANIED OR SCREENED WILL BE STRENGTHENED BY REQUIRING THE CARRIERS TO PRESENT A SECURITY PLAN WHICH WILL BE SUBMITTED TO THE FAA FOR EVALUATIONBUT THIS WILL TAKE TIME. WE WILL REQUEST THE FAA TO ENSURE COMPLIANCE WITH THE APPROVED PLANS TO THE EXTENT THE FAA IS ABLE TO DO SO.

7. AMBASSADOR'S DISCUSSION OF SUBJECT AT NOVEMBER 14 QUADRIpartite LUNCH REPORTED IN BONN 19068.

8. ACTION REQUESTED: DEPARTMENT VIEWS ARE REQUESTED AS IS APPROVAL OF EMBASSY EFFORTS TO BRING ABOUT THE DESIRED PROTECTION THROUGH THE AIRLINES.
STOESSEL

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